

# STAFF RECOMMENDATION

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NCPC File No. 6785



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**WHITE OAK FEDERAL RESEARCH CENTER  
FOOD AND DRUG ADMINISTRATION  
NORTHEAST PARKING GARAGE AND TUNNEL EXTENSION  
Montgomery County, Maryland**

Submitted by the General Services Administration

November 29, 2007

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## Abstract

The General Services Administration (GSA) has submitted preliminary and final site and building plans for a 934-space parking garage and associated circulation access road, tunnel extension, and pedestrian bridge at the Food and Drug Administration (FDA) consolidated campus at White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland. The 323,262-square-foot parking structure will be completed in Phase IV of the campus build-out.

## Commission Action Requested by Applicant

Approval of preliminary and final site and building plans pursuant to Section 40 U.S.C. § 8722(b)(1).

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## Executive Director's Recommendation

The Commission:

**Approves** the final site and building plans for the Northeast Parking Garage, access road, tunnel extension, and pedestrian bridge at the FDA consolidated campus at White Oak Federal Research Center (WOFRC) in Montgomery County, Maryland, as shown on NCPC Map File No. 3104.10(38.00)42390.

**Reiterates** these stipulations and recommendations that accompanied master plan approval:

- A parking ratio of 1:1.5 through 2011, limiting the number of employee parking spaces to 5,141 and visitor parking space to 500.

- An updated transportation management plan (TMP) submission in 2008 reflecting current conditions, in accordance with the policies of the Commission's Transportation Element in the 2004 Comprehensive Plan for the National Capital.
- Updating the stormwater management plan for the entire campus describing both quantitative and qualitative measures for addressing this issue in subsequent phases.

**Recommends** that FDA and GSA continue working with Montgomery County and relevant transit agencies to improve service from Metrorail stations to the site as soon as possible, preferably to coincide with occupancy of the next major office building, focusing on:

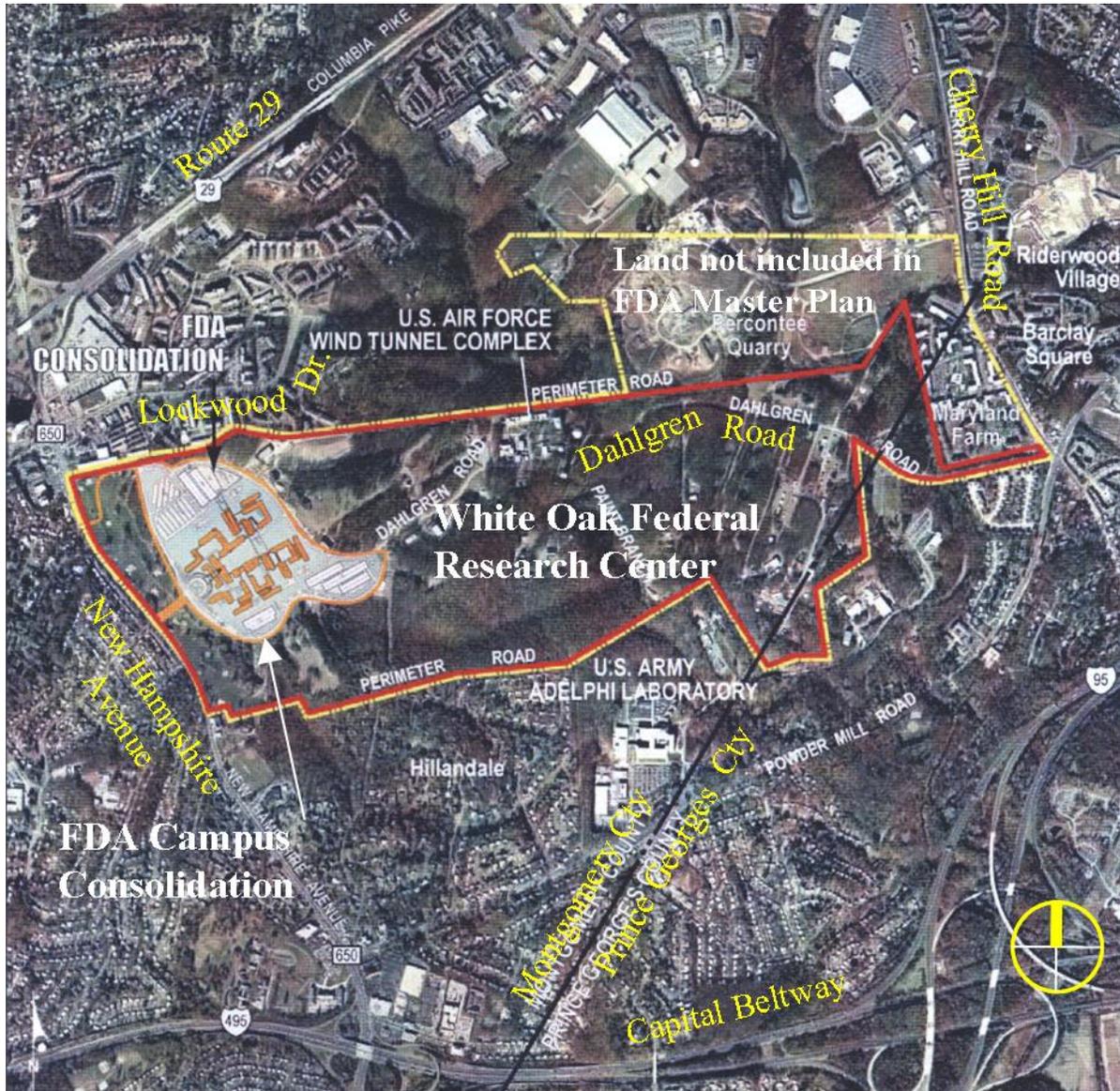
- Improving Ride-On Bus and Metrobus headways or augmenting Ride-On service with FDA shuttles.
- Accommodating Metrobus and Ride-On routes at an FDA on-campus transit facility.
- Supporting initiating cross-county public express bus service between Montgomery County and the White Oak site.

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## PROJECT DESCRIPTION

### Site

The project is located within the Food and Drug Administration (FDA) consolidated campus of the White Oak Federal Research Center (WOFRC), a 660-acre federal facility located primarily in Montgomery County, near the intersection of Columbia Pike (Route 29) and New Hampshire Avenue (Route 650), with a portion at the eastern edge of the installation in Prince George's County. The FDA campus occupies 130 acres in the western portion of the WOFRC, fronting on New Hampshire Avenue, where a nine-hole public golf course operated by the Maryland National Capital Park and Planning Commission (M-NCPPC) fills the foreground in front of the FDA site. The primarily wooded campus slopes gradually downward to the east from New Hampshire Avenue. Completed and occupied are CDER Offices 1 and 2, two laboratories, the Central Shared Use Building, and the North Parking Garage. Under construction are the CDRH Office Building, the Southwest Garage, the Central Shared Use Building expansion, a connection to and renovation of the extant portion of historic Building 1, and the Office of the Commissioner/Office of Regulatory Affairs. Existing site constraints include the North Garage's east face to the west, the Northeast Loop Road to the east, and an existing paved road to the south. Future site constraints will include the (future) Distribution Center to the north and a proposed Access Road between the two garages. Approximately 5.3 acres of the larger 130-acre site will be devoted to the proposed project, inclusive of circulation.



### VICINITY MAP

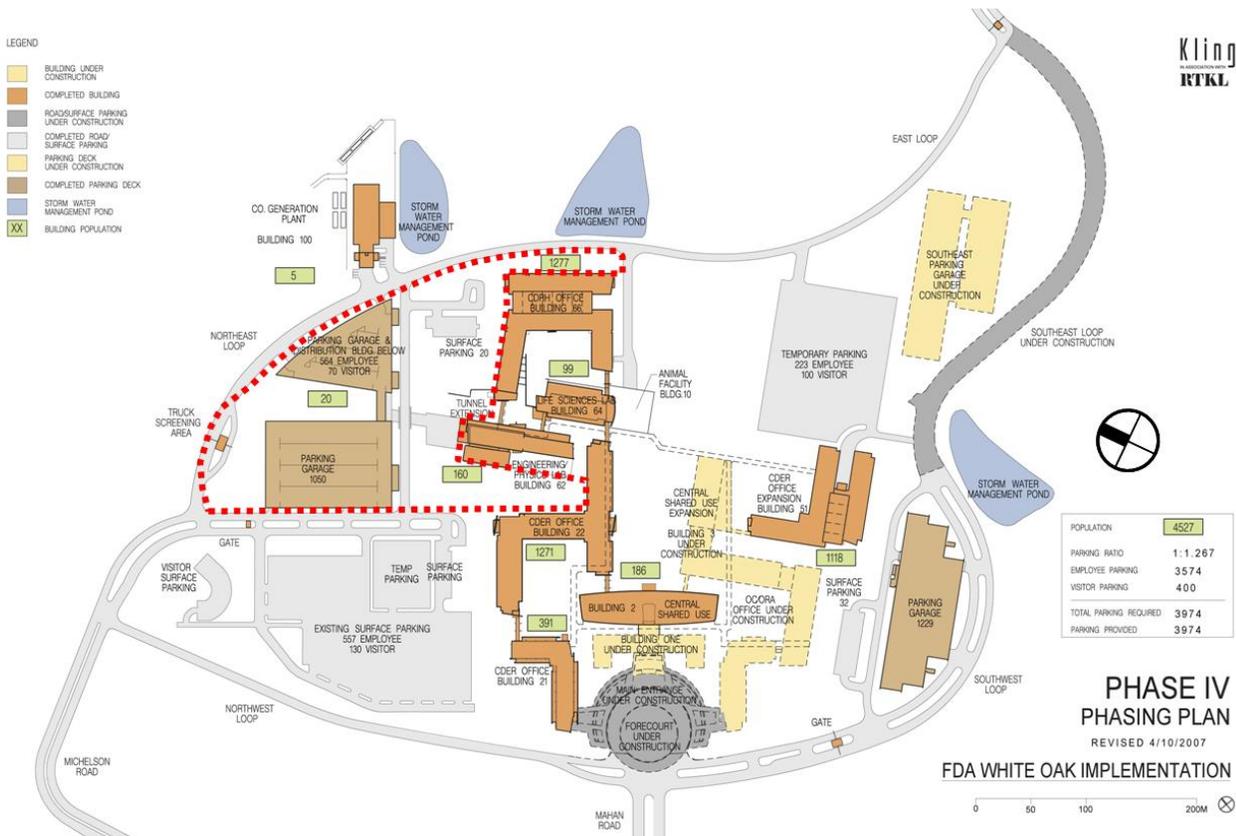
#### Background

The Commission approved the Master Plan for the White Oak in July 2006 and map modifications in November 2006 and May 2007. The Commission also approved the two previous parking garages in March 2005 and November 2006.

At its March 3, 2005 meeting, the Commission approved final site and building plans for the North Garage, revised to include aluminum cladding on the north elevation, and landscaping: river birch trees planted along the west, and eastern red cedar trees along the north facade. The east face of the garage, where an additional bay of parking would be added in the future, was

secured with a cable barrier system at each of four exposed tiers, to remain open above 3.6 feet, until the expansion could be funded.

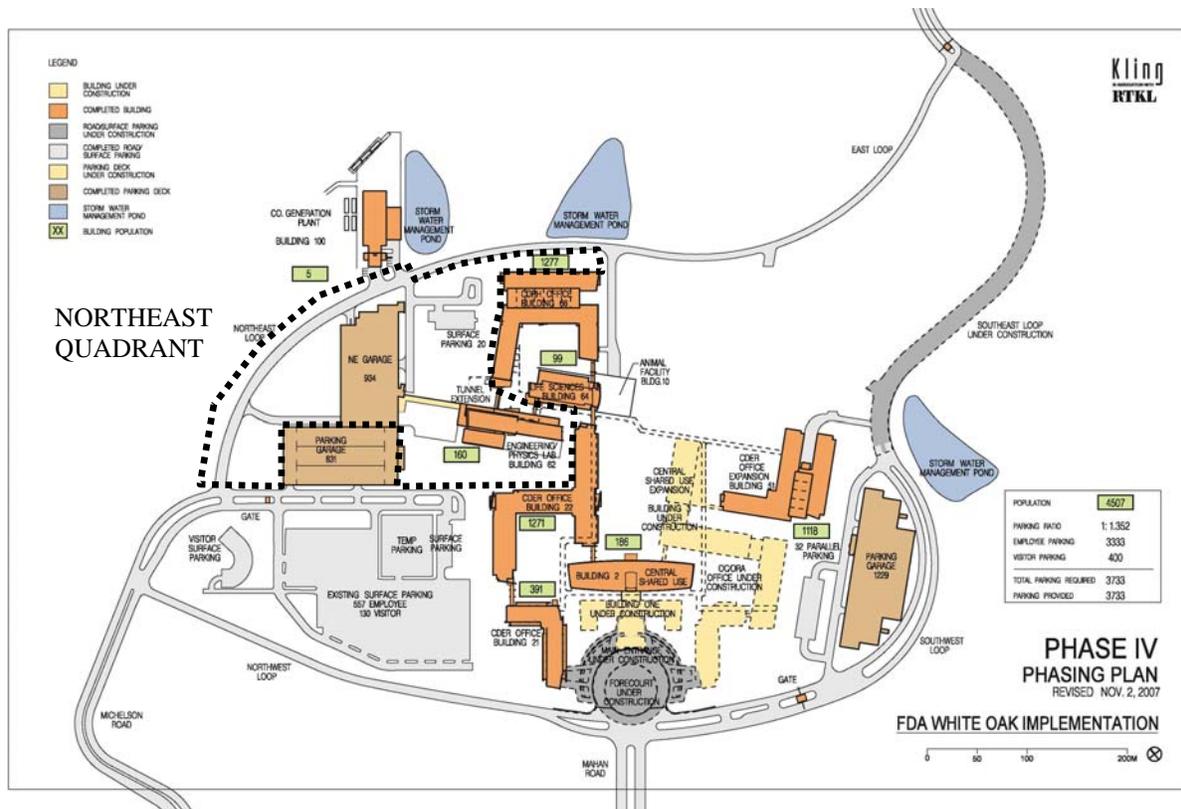
The approved 2006 master plan update for the FDA consolidation at White Oak and transportation management plan (TMP), stipulate that the parking ratio would be 1:1.5 through 2011, limiting the overall number of employee parking spaces to 5,141, and recommending improving transit service from Metrorail stations to the site to coincide with occupancy of the next major office building. The Commission master plan approval included phased parking ratios to reflect periodic parking ration changes resulting from construction and demolition over the years.



### Phase Plan IV Approved May 2007

At its November 2, 2006 meeting, the Commission approved the Southwest Parking Garage along with a modification to the master plan's Phasing Plan IIIB. Based on funding, the Southwest Parking Garage was to be constructed in two phases, providing 800 employee spaces in an above ground structure in Phase IIIB and an additional 554 spaces in a connected structure partially underground in Phase V. However, funding became available to construct the entire garage in one phase, but not the significantly higher cost to build the garage in two phases, nor, according to GSA, to build the underground parking within the project's budget constraints. Therefore, in response to a staff request for consistency with the master plan, GSA submitted a modification to the Phasing Plan IIIB, which the Commission approved. Those 140 spaces that

would have been located underground would be collocated in another planned above ground structure at the campus. At its May 3, 2007 meeting, the Commission approved a modification to Phasing Plan IV for the 2006 approved master plan and TMP.



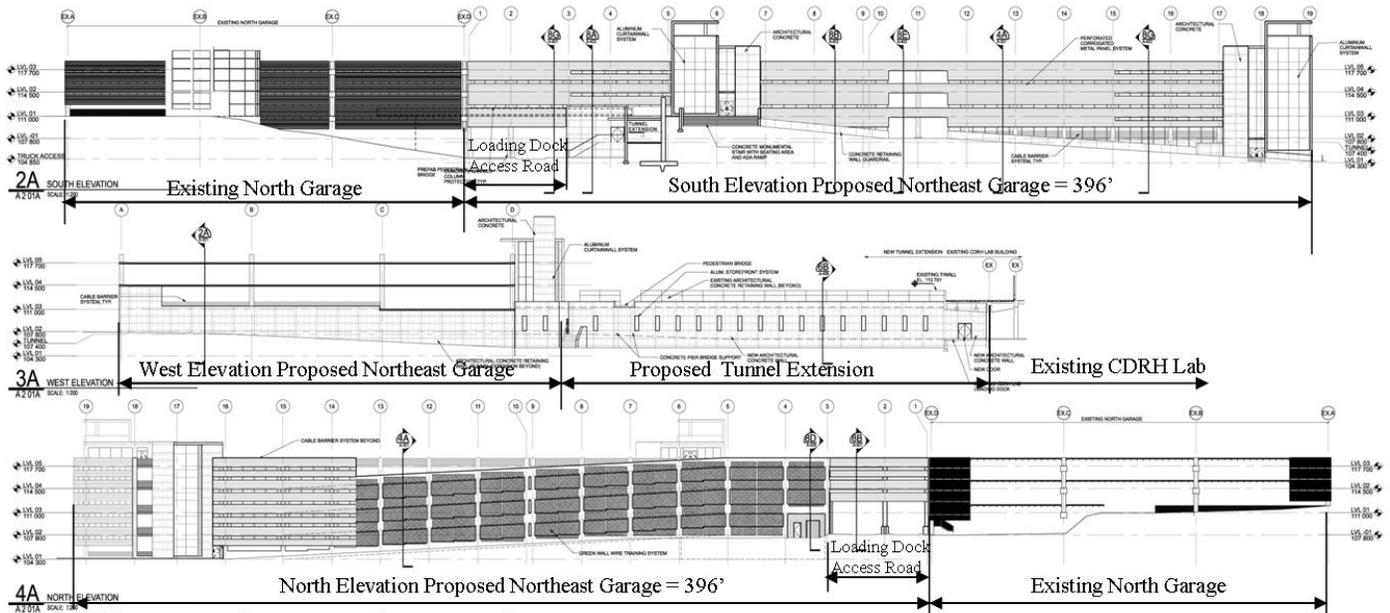
Phasing Plan IV as Submitted

Proposal

*Building Design*

The Northeast Parking Garage’s rectangular footprint will step back along its east elevation to reveal three rectangular bays, each 61 feet wide along the curve of the Northeast Loop Drive. (The Northeast Garage’s first floor elevation will be one floor lower than the existing North Garage). At the Northeast Garage’s west end, the third, fourth and fifth levels will span above the Loading Dock Access Road to abut the existing east face of the North Garage, connecting to its 2<sup>nd</sup> third and fourth levels. Over half of the Northeast Garage’s north facade will be hidden by the future Distribution Center that will be constructed abutting it. Its south facade will face an open courtyard across a paved road and will connect to a tunnel extension from the existing Engineering Physics Lab. The five parking level garage will contain 934 parking spaces, 270 of which will be visitor spaces, and its construction will coincide with the completion and occupancy of the CDRH Office Building.

The exterior facades will continue the palette of materials identified in the North Parking Garage previously approved by the Commission with a new panel. The north and south facades will be perforated corrugated metal panel with galvanized steel tube supports. The paint color of the panels will match the grey titanium color of the panels on the North Garage. The east and west facades will use cast in place spandrel beams with metal tubular guardrails above the beams, similar to the north facade of the North Garage. Stair and elevator towers will be enclosed in architectural concrete and will have the aluminum curtain wall systems with glass on the outer facing portions. Included in the project, corrugated metal cladding will be provided at the exterior of the existing unfinished North Garage's east facade, which is currently a cable barrier system at each of four exposed tiers of parking. Exposed above grade on its west face, the tunnel will have architectural concrete walls and narrow windows.



Proposed Northeast Garage Elevations

### Site and Landscape Design

Traffic will enter the Northeast Garage via the Northeast Loop Road at Level 1 and the North Road at Level 2. The site and Northeast Loop Road both slope from a high point of approximately 367 feet in the northwest to a southeast low area approximately 344 feet. The Engineering/Physics (CDRH) Lab Building Loading Dock apron will be at a low point framed by an existing cast-in-place concrete retaining wall to the east and a steep inclined grade to the west, resulting in a sunken loading dock area. The proposed Access Road to the CDRH Lab Building Loading Dock will lie between the existing North Garage and below the Northeast Garage and will slope from a highpoint of 360 feet down to the loading dock. Circulation will also include a tunnel extension (enclosed and exposed above grade on the west) that will connect to the existing campus tunnel system at the existing CDRH Lab (Building 62), extending north to and through the Northeast Garage's second level.



NE Garage as Proposed within NE Quadrant

From the garage's west stair tower and pedestrian entrance, concrete steps will lead down to a sunken plaza. From the paved plaza, exposed aggregate paths lead east to the North Road and paths paved with unit pavers lead south to the CDRH Office Building Courtyard Entrance. To the west, a metal pedestrian bridge will span east-west across the Access Road from the roof of the tunnel to a ramped sidewalk supported by a retaining wall further west. Paved paths are intended to serve as fire lanes as well as pedestrians.

The low lying loading dock area will be screened along the western edge of the service area with plantings. River birches and grasses will line the retaining wall and ramping sidewalk where the Access Road connects, with eastern red cedars planted along the sloping bank to its west. Further west from the roadway to the North Garage, Willow Oaks and American Beautyberry's are proposed in front to a 3 ft. brick wall. The existing bike path along the East Loop Road will be extended along the Northeast Loop Road, with deciduous and evergreen trees planted in a naturalized pattern behind the bike path. Also shown on the landscape plan for this project are eastern red cedar trees along the north facade of the North Garage. No trees are shown existing or to be planted along the west facade of the North Garage.

A storm water bio-retention area will be provided near the northeast corner of the North Garage to incorporate runoff from the adjacent paved areas, landscaped with grasses, shrubs and trees. Beyond that, stormwater collected from the top parking deck area and first level will be piped to

the existing stormwater quantity management pond located to the east near the Cogeneration Plant. Stormwater quality management will be provided for the northern most portions of the Northeast Loop Road and the entry/exit lanes from the existing North Garage via the surface bio-retention area shown to the west.

### *Perimeter Security*

A perimeter protection zone for vehicular control will include:

- A continuous vegetated berm/swale wall with a 40" depth to provide a stand-off east of the CDRH Office Building along the Loop Road and in front of surface parking,
- Two 36-inch high brick retaining walls north of the CDRH Office; one proposed at each end of an existing retaining wall in front of proposed surface parking,
- Three lines of bollards that include both fixed (36 inches high with a 14-inch diameter, spaced 5' – 8" on center with 4'-6" open spaces), and retractable bollards across paths that lead from parking to building and courtyard entries.

In addition, an 8-foot high security fence in an "L" shape will connect the CDRH Office and Lab Building 62 and will have vertical pickets as well as horizontal rails.

### Development Program

Applicant:	General Services Administration
Architect:	Kling Stubbins in association with RTKL Associates, Inc.
Square Footage:	323,262 GSF
Cost:	\$28.4 M
Construction Schedule:	February 2008 - March 2009.

## PROJECT ANALYSIS

### Executive Summary and Overall Site Changes

NCPC staff raised several issues during the review process including apparent deviations to the approved number of visitor parking spaces and a question about the loss of the bio-retention area between the Northeast and the North Garages. Visitor parking was detailed in the Master Plan Update approved by the commission in 2006. In addition, the staff's perception based on previous submissions and Commission approvals that GSA had committed to and would provide more intensive bio-retention as part of stormwater management for parking garages in the northeast quadrant.

Significant aspects of the parking garage design, its relationship to the site and to existing and future buildings, as well as extensive site circulation and grading have evolved since master plan approval and are discussed here. Further, staff notes that the limits of landscape design in this submission extend beyond the Northeast Garage to the entire northeast quadrant, thereby making a good faith effort to provide landscape design and planting for areas previously submitted where building designs were approved noting the lack of landscape design due to lack of funding.

The building's footprint, as well as its relationship to the existing and previously approved North Parking Garage and proposed future Distribution Facility, has evolved. Separating the Northeast Garage from where it was previously shown stacked directly above a wedge-shaped ground-floor Logistics Facility and arranging the two facilities side-by-side will also result in less open space, and less designed landscape. Access to the loading dock beyond the Northeast Garage, which had been shown more conceptually in the master plan, has been further developed. Finally, construction of the Distribution Facility will move out of its current phase and into a future phase, not shown. Staff believes that while these are changes to the overall project, they are within the current FEIS and are recommended for approval.

#### Parking Ratio and Phasing Plan (Master Plan Conformance)

The submission includes a Phase IV Phasing Plan showing a parking ratio of 1 space for every 1.35 employees. A parking ratio of 1 space for every 1.26 employees was approved for Phase IV by the Commission on May 3, 2007. It should be noted that the overall parking and employee numbers have shifted due to the removal of the Distribution Facility and the increase of parking spaces to the Northeast Garage to this phase, and staff recommends that the parking ratios be recalculated to reflect these changes in subsequent phases.

Visitor parking was also detailed in the Commission approved Master Plan Update in June 2006 and consisted of 500 parking spaces at the completion of the entire project. These parking spaces were further designated as parking for both infrequent and frequent visitors, 282 and 218 spaces respectively. Infrequent visitors were only allowed to use the surface parking, while the frequent visitors would be pre-screened and be issued special badges allowing them access to parking garages and surface lots inside the security perimeter. In May 2007, the Commission approved the current Phase IV Plan which includes 400 visitor spaces, and includes 130 infrequent visitor spaces and 270 frequent visitor spaces. Staff recommends that when the applicant submits an update for the remaining phases of this project that these numbers reflect the current visitor parking ratios.

The Phase IV Plan included in this submission no longer includes the Distribution Facility, for which the applicant has explained that its programming is now in flux and requires additional study. The applicant stated that if the garage were not to be programmed and funded separately, the Distribution Facility programming would delay its implementation. Therefore, staff recommends that the applicant submit a modified Phasing Plan V and/or VI to include the Distribution Facility.

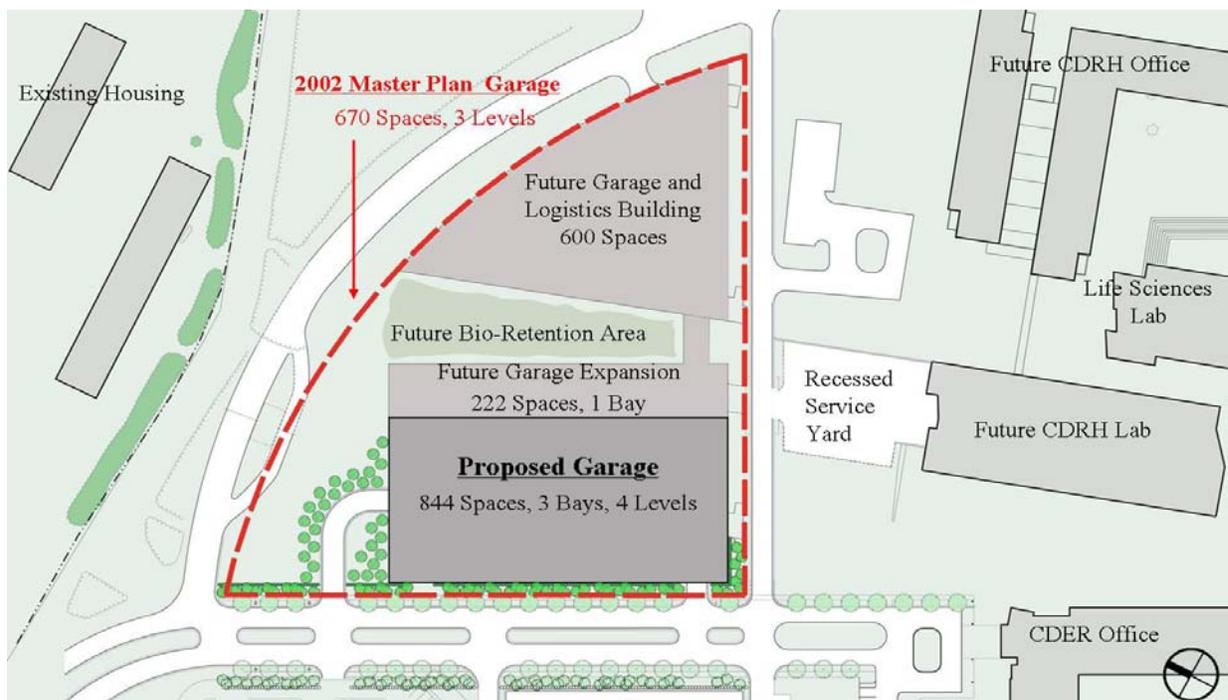
#### Revised Building Footprints and Arrangements

In the project narrative, the applicant states that the arrangement of the NE Garage to the Distribution Facility was revised to a more cost effective and efficient side by side arrangement. That narrative goes on to say that in lieu of the sweeping curve shape that mimicked the path of the NE Loop Road, the footprint shape of the NE Garage (and future Distribution Facility) was revised to a stepped rectilinear form which follows the language of all parking garages on the campus, and is related in much the same way the rectilinear building forms relate to each other.

The applicant has explained further that pragmatically, it made more sense to locate parking garages, programmed for constant daily use, closer to the occupied buildings, thereby allocating the Distribution Facility in left-over space farther from occupied buildings, since daily deliveries are expected to be far fewer than employees parking. After reviewing the change in the location of the parking garage and Distribution Facility, staff believes that the proposed changes generally conform to the concept presented in the Phase IV Plan approved in May 2007 by the Commission.

### Bio-Retention and Landscaping

Initially, staff noted concern about reduced area for bio-retention of storm water in the vicinity of the two garages. Quoting from the Commission's March 3, 2005 North Garage, approval "As part of the future bay expansion, a planted bio-retention area will be constructed east of the garage. From that time on, all drainage from the top tier will be routed through the bio-retention areas en route to a storm water management detention basin next to the Central Utility Plant. Prior to that time, drainage will be piped directly to a storm water detention basin east of the garage". Based on staff's understanding above, and the proximity of the bio-retention area to the future NE Garage shown in the July 6, 2006 approved Master Plan and Landscape Concept, staff believed that the bio-retention area was also intended to provide quality management for drainage from the future NE Garage as well. After several discussions with the applicant, staff believes that as long as the overall stormwater quality of the FDA Consolidated campus at White Oak is not affected, the reduction in size of this bio-retention area is acceptable. Staff recommends that the applicant include an explanation of the Maryland Department of the Environment's impervious area banking system and how it is being utilized at this site.



Site Plan Rendering from Commission Approval for North Garage, March 2005

Staff notes that the western half of the North Road (just south of the North & NE Garages) has been deleted from the project, including the vehicular bridge. The applicant believes that this differential in paved surface area from the addition of the Lab Loading Dock Access Road and the deletion of the west portion of the North Road is equal. In lieu of this vehicular bridge, the applicant has proposed a prefabricated metal pedestrian to provide pedestrian access to the campus from the North and Northeast Parking Garages and to connect the North and Northwest and Northeast quadrants. Staff commends the applicant for improving pedestrian access for this area and agrees that the deletion of this portion of the roadway is not significant.

## CONFORMANCE

### Federal Capital Improvements Program

The entire FDA campus build-out at WOFRC is included in the Federal Capital Improvements Program fiscal Years 2007 – 2012, adopted by the Commission on September 7, 2006. The overall project cost at the campus during FY 2007 – 2012 is estimated as \$479,300,000. The estimated total project cost is \$814,149,000 and has received \$332,849,000 in prior funding.

### Facility Master Plan

In November 2006 and May 2007, the Commission approved modifications to Phase IIIB and IV Plans and modifications to its later phases. In the Analysis Section of this report, staff notes deviations from approved modifications to the Phase IV Plan that create about the number and type of visitor spaces, parking spaces and employees. Staff further notes that the Phase IV Plan included in this submission no longer includes the Distribution Facility, for which the applicant has explained that its programming is now in flux. Staff recommends that Phase V and VI plans be updated and submitted prior to any other projects. In particular, staff recommends that the Phase V and VI updates address the change in location of the Distribution Facility, the employee and visitor parking changes, stormwater management for the FDA Consolidated campus at White Oak by quadrant, and a revised TMP.

### National Environmental Policy Act

An environmental impact statement was completed for the FDA Consolidated campus at White Oak in 1997. In March 2005, a supplemental environmental impact statement was completed that analyzed the impacts of an east access road, additional employees to be located on-site and inclusion of a day care center. The NEPA process has been satisfied for this project.

### National Historic Preservation Act

GSA completed a Memorandum of Agreement (MOA) for future review of development phases at White Oak in 2002. Under the agreement, GSA is to circulate the design plans for each phase to the Maryland Historical Trust (MD SHPO) for comment. In staff's judgment, the proposed parking garage is similar in plan and location to the scheme shown in the Master Plan and does not affect the fabric or setting of historic Building 1. The MOA stipulated that only those

buildings directly behind Historic Building I could be no higher than Building 1. The proposed parking garage is offset from Building I. GSA is complying with the MOA terms.

### Comprehensive Plan

As continuation of the ongoing consolidation, the proposed building is consistent with applicable policies for Locating Federal Workplaces under the Federal Workplace Element of the Comprehensive Plan for the National Capital, which specify that the federal government should:

- Utilize available federally owned land or space before purchasing or leasing land or building space.
- Locate employees near other federal agencies and departments with which they regularly interact.

Within the Transportation Element, the following Parking policies also apply, which specify that the federal government should:

- Provide parking only for those federal employees who are unable to use other travel modes.
- Give priority to carpool and vanpool parking over that for single-occupant vehicles.
- Place parking in structures, preferably below ground, in the interest of efficient land use and good urban design

### CONSULTATION

The requirement for consultation and coordination with affected local and state governments and the Metropolitan Washington Council of Governments (COG) has been satisfied for the building project, since the project conforms to an approved master plan. Additionally, during development of the master plan and the phase four project, the GSA and FDA, met regularly with various community organizations including LABQUEST on these changes.